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Master's Thesis

AN EXPLORATION OF ALTERNATIVES TO THE CURRENT USAF ENLISTED CAREER PROGRESSION SYSTEM

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This thesis constitutes one part of a six-team, three-year study designed to determine if it would be practical or feasible for the USAF to eliminate or modify current upward progression policies. One objective of this thesis was to provide a detailed analysis of the career progression systems of the U.S. Air Force, Army, Navy, Royal Air Force, and civilian airlines. The analysis includes the career progression elements of track, tier, skill level, grade, noncommissioned officers, training, identifiable career progression, up or out, grade stagnation, time in service, time in grade, evaluation, compensation, relocation and service contracts. The second objective was to formulate alternatives to the current Air Force enlisted career progression system for use by the research team concluding the six-team effort. These alternatives were tier modification, track modification and pay to grade relationship modifications.

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AN EXPLORATION OF ALTERNATIVES TO THE CURRENT USAF ENLISTED CAREER PROGRESSION SYSTEM

A Thesis

Presented to the Faculty of the School of Systems and Logistics

of the Air Force Institute of Technology

Air University

In Partial Fulfillment of the Requirements for the

Degree of Master of Science in Logistics Management

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CHAPTER I

INTRODUCTION

Problem Statement

Recently an Air Force Noncommissioned Officer (NCO) described the dilemma created by the current enlisted career progression system as follows:

> There is a fundamental flaw in the way the Air Force is managing its middle level NCOs. . . . Proliferation of leadership and management schools has led thousands of mid-level NCOs to believe that their destiny is to lead and manage but not to perform the skills for which they were trained. . . . But then who can blame these NCOs? They know one of the prime requisites for promotion to the super grades is an impressive job description. The term "technician" in a job description is anathema to advancement.
>
> In these times of increasingly complex and sophisticated weapons we must have only the most highly trained and competent personnel maintaining them. We must reduce the emphasis placed on teaching everyone to be leaders and managers. Our people must be allowed to practice the technical skills they were trained to perform. This way, they can gain valuable experience and use it to its fullest potential.
>
> The stigma generally attached to those who actually perform maintenance tasks must be eliminated. Only then will the Air Force begin to use its people in the most effective manner [22:21,34].

The highly sophisticated and technologically complex weapon systems in use today require more knowledge, experience, and skill on the part of the technicians who maintain them than ever before. And yet, the current USAF enlisted career progression system makes it virtually impossible for a technician to remain a technician. Under normal career

progression the most experienced and skilled technicians have no choice but to progress up the career ladder or return to civilian life (29:35). With each promotion beyond E-3 the technician is required to spend more time on supervisory tasks and less time on technical tasks (29:42-44). What viable alternatives to the current Air Force enlisted career progression system are there that would retain more of the experience and skills at the task level where they are needed?

Literature Review

The literature review is divided into two parts.

1. Ongoing and proposed research. This section indicates how this study fits into an overall framework.

2. Current career progression systems. This section is a review of career progression systems currently employed by the United States armed forces (Army, Navy, Air Force), British Royal Air Force, and civilian airlines.[1]

Ongoing and Proposed Research

This thesis is one of six in a pyramid of studies concerning enlisted career progression designed to be completed in three years. The base of this pyramid was three research projects completed in 1980. One of these

[1]Much of the data used in the analysis of the civilian airline career progression system was received from a local major airline supervisor. It was his wish to remain anonymous and his name will not be used in this research.

studies was "A Historical Perspective of the United States Air Force Enlisted Personnel Promotion Policy (1947-1980)," by Hall and Nelsen (19). This study details the evolution of the Air Force career progression system. A second base-line research was "A Comparative Analysis of Enlisted Career Progression System," by Richter and Tharp (29). This study contrasts the progression systems of United States and foreign services and civilian airlines. The third study was "Attitudes and Opinions of USAF Jet Engine Personnel Concerning Enlisted Career Progression," by Pierce and Robeson (28). This thesis surveyed a random sample of Air Force jet engine technicians to determine current attitudes about the career progression system at the working level.

The second level of the pyramid consists of two follow-on studies to be completed in 1981. One was an evaluation of the current career progression system designed to determine the value of the system. This research project was the second follow-on study. It explored alternatives to the Air Force career progression system.

The final block of the pyramid, to be completed in 1982, will integrate the five preceding studies. The purpose of this final study will be to recommend changes to or continuation of the career progression system. The pyramid described is presented in Figure 1-1.

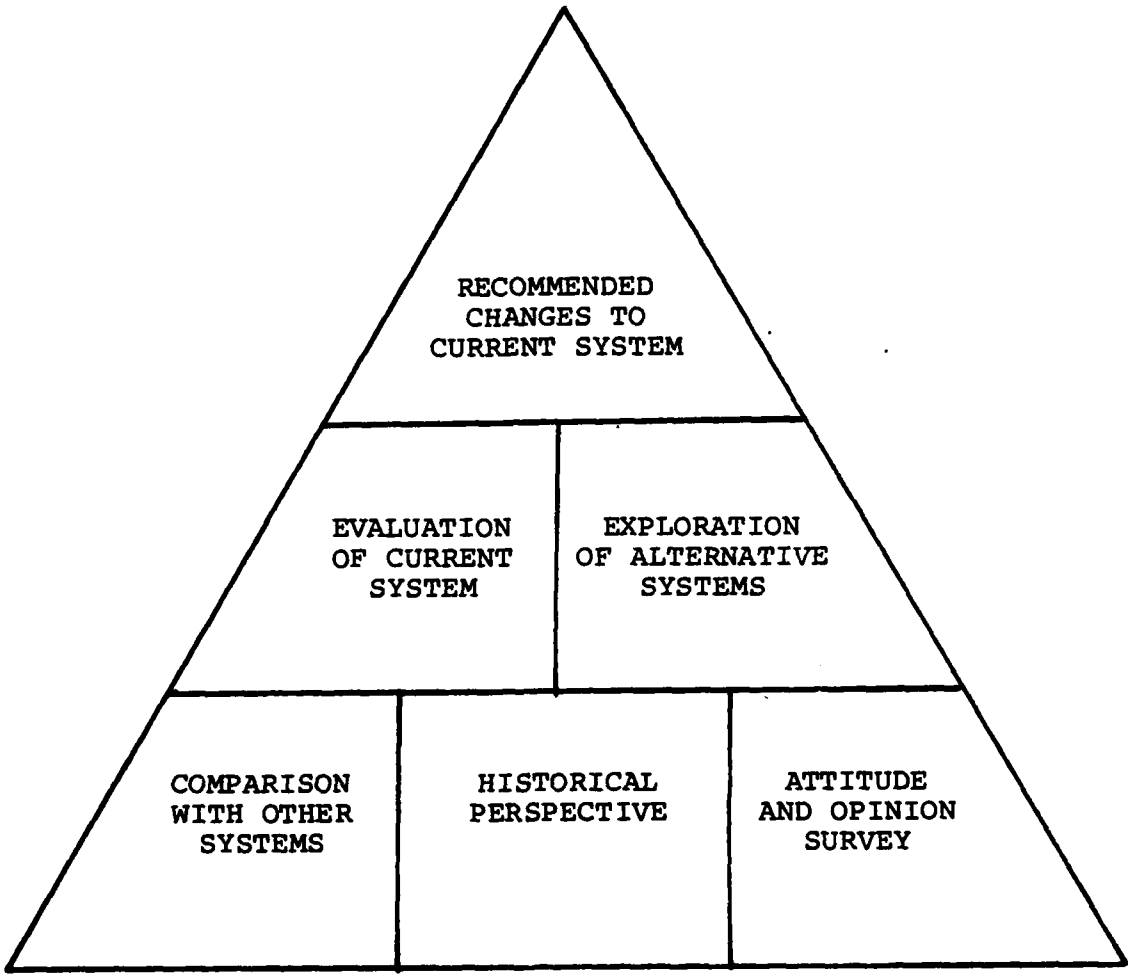

Fig. 1-1. Pyramid of Proposed Research

Current Career Progression Systems

The Air Force enlisted force is divided into three tiers. The first tier is the trainee-apprentice level and contains the grades of E-1 through E-4. The primary objective at this level is to learn the basics of the Air Force specialties. The second tier is the technician-supervisor level. This tier consists of grades E-4 through E-6. In this tier an airman begins acquiring supervisory duties as he[2] progresses through the grade levels. The third tier consists of grades E-7 through E-9. At this level the word *technician* disappears and the airmen are expected to perform only supervisory and managerial tasks (29:42-44).

The Navy enlisted progression system is similar to the Air Force system except the tiers are not formally structured. Promotion for enlisted Navy personnel is based on a weighted points system which includes management skills and knowledge as a factor for advancement (29:52-57).

The Army has a three-tier dual-track career progression system. The first and third tiers are similar to the Air Force system of trainees and supervisors. The middle tier contains the dual-track system. Under this system a soldier can progress from E-4 through E-6 either as a specialist or a junior NCO. Specialists are considered

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[2]He is used throughout this text and is in no way meant to detract from the many fine women in the USAF and other military services.

technicians while NCOs fill command positions. To obtain a grade higher than E-6 a soldier must become an NCO (29:61-67).

The British Royal Air Force has a dual-track system that ranges from grades E-1 through E-9. The enlisted jobs are divided into two trade groups with technical occupations making up one group and all other occupations contained in the other. While supervisory tasks increase with grade in each group they are less dominant in the technical areas (29:88-94).

The civilian airline industry has a two-tier career progression system. The first tier consists of new employees considered to be trainees. The second tier is the mechanic level. It consists of the technicians who are allowed to do unsupervised work. It is possible for a technician to advance into a management position but not required (29:107-112).

Research Objectives

The main objective of this research was to identify alternatives to the current USAF enlisted career progression system that would retain more skill and experience at the task level. Specific objectives were to:

1. Identify and analyze individual elements of the current military and civilian career progression systems.

2. Formulate alternative career progression systems for USAF enlisted personnel.

Research Questions

To accomplish these objectives the following questions were considered:

1. What are the main elements of the current military and civilian career progression systems of the U.S. Army, Navy, Air Force, Royal Air Force, and major civilian airlines?

2. What alternatives to the current Air Force system might reduce the loss of technical skills and experience at the task level?

CHAPTER II

RESEARCH METHODOLOGY

Overview

This research effort was organized around two data sources. First were the base-line works by Hall and Nelsen, Richter and Tharp, and Pierce and Robeson. This data was analyzed along with additional data in order to obtain the information necessary to answer research questions 1 and 2. Second were the personal interviews conducted concurrently with this research. The synthesis of this data was used to answer research question 2.

Analysis

The analysis of previously gathered data provided basic elements of military and civilian progression systems which were either unique to a particular branch or industry or shared as a common element of two or more of the systems considered. Interviews with individuals currently connected with military and civilian career progression systems were used to expand the basic data base. All data collected was divided into categories and individual elements as shown in Table 2-1. These elements of various career progression systems were selected because we believed them to be relevant to the problem.

TABLE 2-1

ELEMENTS OF STUDY

Structure	Advancement
Tier	Identifiable Progression
Track	Time in Grade
Skill Level	Time in Service
Grade	Up or Out
NCO	Grade Stagnation
Non-NCO	Evaluation
Training	
Compensation	**Location/Commitment**
Pay Related to Grade	Relocation Options
Pay Related to Skill Level	Service Contract
Pay Related to Seniority	

Synthesis

After the analysis was completed, three alternatives to the current USAF enlisted career progression system were formulated. These alternatives were chosen because we believed they could help retain more technical expertise and skill at the task level.

CHAPTER III

CONCEPTS

Most of the elements identified in Table 2-1 are self-explanatory. However, several are concepts that need further clarification. The purpose of this chapter is to define these concepts as they are used in this study. These concepts and their definitions are:

1. Tier--a tier is a division of the force structure based upon skill level, rank and/or responsibility.

2. Track--a series of steps in a career progression system in which individuals compete for advancement. There may be one or more tracks in a career progression system.

3. Skill Level--the degree of competency an individual has achieved with respect to the duties and responsibilities associated with an occupation or specialty.

4. Identifiable Career Progression System--a readily visible path of advancement through a normal career. Normally this would include a listing of the minimum requirements such as time in grade, time in service, demonstrated ability in the requirements of the occupation, and specific training requirements.

5. Up or Out--a policy that requires individuals to advance to a given rank by a given time in service. Those who do not advance are forced out of service.

6. Grade Stagnation--a slowdown or complete cessation of promotions to higher ranks. Usually this occurs in promotion systems that require vacancies in a given grade before there can be promotion to that grade.

CHAPTER IV

OVERVIEW OF UNITED STATES AIR FORCE ENLISTED CAREER PROGRESSION SYSTEM

Introduction

This chapter is an overview of the Air Force Enlisted Career Progression System. Special emphasis has been placed on the concepts defined in Chapter III in order to provide a comparative base for the analysis of the Army, Navy, Royal Air Force (RAF), and civilian airline career progression systems. These concepts are grouped into the broad categories of structure, advancement, pay, and location/commitment.

Structure

Tier

The Air Force has a three-tier enlisted force structure. Figure 4-1 shows this tier arrangement. The bottom tier is the trainee-apprentice level which includes airmen in grades E-1 through E-4. The primary responsibilities of personnel in this tier are to learn the skills required for their career fields and develop the basic military skills required of all airmen (7:1).

Air Force Regulation 39-6 describes the middle tier as the technician-supervisor tier. Personnel in the grades of E-4 through E-6 make up this tier. The lower

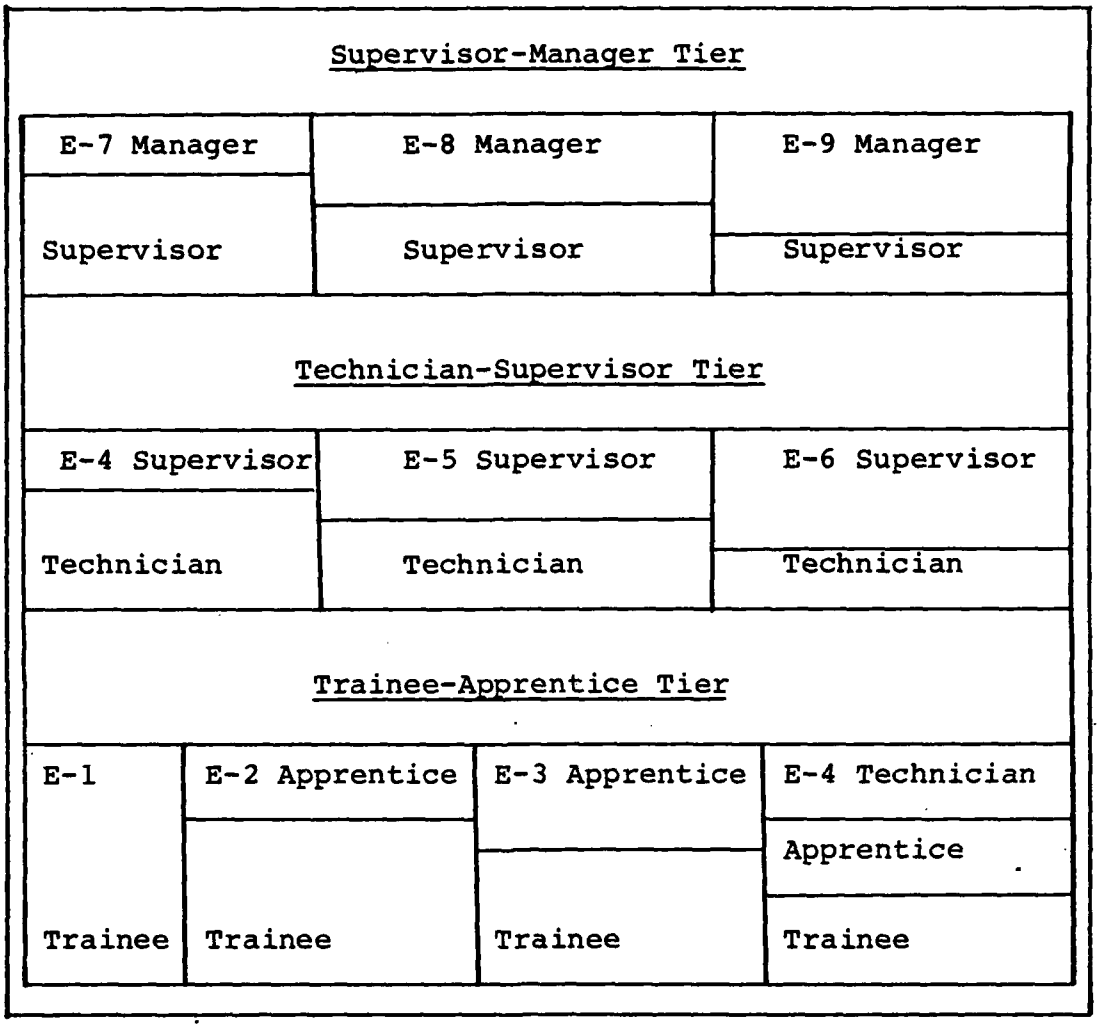


Fig. 4-1. USAF Tier Structure (7:p.1-1)

grade airmen within this tier are primarily technicians but as they advance in rank they acquire more and more supervisory duties.

The top level of the tier is the supervisor-manager tier. E-7s, E-8s, and E-9s in this tier are primarily responsible for the effective supervision and management of personnel and resources under tier control (6:1).

According to the Commanders Information on Enlisted Personnel Manual, one goal of the Air Force Total Objective Plan for Career Airman Personnel (TOPCAP) is to control the flow of airmen into, through, and out of the career force in order to avoid excess costs of a more senior force (6:71). The success of TOPCAP and the tier structure currently in use is one cause of the technician/experience level shortage plaguing the Air Force today.

Track

The Air Force has a single track system in which all airmen of equal grade compete via either fully qualified or best qualified criteria for the next higher grade (6:76). Promotions to E-2, E-3, and E-4 are on a fully qualified basis. Fully qualified for grades E-2 and E-3 entails meeting the minimum Time in Service (TIS) and Time in Grade (TIG) requirements and being recommended by the Unit Commander for promotion. Promotion to E-4 is also

on the fully qualified basis but in addition to TIS, TIG, and the Commander's recommendation, the E-3 being promoted must also meet certain skill level requirements. Promotion to E-4 is also restricted in that available vacancies must exist at that grade (29:30-31).

Promotions to the grades of E-5, E-6, and E-7 are on a best qualified basis. Airmen competing for advancement to any of these grades do so with an accumulation of points through the Weighted Airmen's Promotion System (WAPS). Specific areas in which points are earned will be discussed later in this chapter. Based on forecasted vacancies in each grade and Air Force Specialty (AFS), the Air Force Manpower and Personnel Center (AFMPC) establishes a point cutoff. All airmen with individual scores above the cutoff are placed on the selection list (29:33).

Promotions to E-8 and E-9 are based on both objective and subjective criteria. The major emphasis is on the "whole person" concept and a subjective evaluation board rating. As before, a cutoff is determined by AFMPC according to projected vacancies.

Promotions to fill vacancies at any grade are made on an Air Force-wide basis regardless of the AFSCs of the promotion eligibles.

Skill Level

The Air Force enlisted force structure contains a skill level design that incorporates two grades per skill level. This design is shown in Table 4-1. Skill levels are earned through on-the-job training (OJT), correspondence courses, and resident technical courses.

TABLE 4-1

AIR FORCE GRADES PER SKILL LEVEL (10:2)

Skill Level	Grade	Duty
1	E-1	Trainee
3	E-2/E-3	Apprentice
5	E-4/E-5	Journeyman
7	E-6/E-7	Supervisor/Technician
9	E-8	Superintendent
CEM	E-9	Manager

The relationship between skill levels and grades stems from the requirement to achieve a certain skill level before being eligible for promotion to the associated grade. Referring to Table 4-1, it is necessary for an E-5 journeyman with a skill level of 5 to obtain a 7 skill level before he can be considered for promotion to E-6. It should be noted that an airman acquiring a skill level higher than required for his pay does not earn additional

points for promotion nor does he receive any increase in pay.

Grade

The Air Force enlisted force consists of pay grades E-1 through E-9. The rank, number of airmen, and percentage of the total force for each grade is listed in Table 4-2. The acceptance of an increase in grade creates additional benefits and requirements on the airman. He will receive increased pay and allowances associated with the new grade but he must also assume the increased responsibility placed on him by the Air Force and his individual unit. Provisions for declining a promotion are detailed in AFR 39-29.

NCO/Non-NCO

A noncommissioned officer (NCO) is an enlisted person in the middle or top tier of the three-tier organization. The following quote from AFR 39-6 generalizes the role of the NCO:

> NCOs are delegated the authority necessary to exercise leadership corresponding with their grade and assigned responsiblities. They are given privileges commensurate with their grades, and are not assigned duties or details that will compromise their position. NCOs may be assigned additional duties according to their grade as prescribed by the governing directives [7:p.2-1].

NCOs are expected to achieve the skill level associated with their grade and maintain a high degree of

TABLE 4-2

AIR FORCE ENLISTED GRADE STRUCTURE (2:24)

Rank	Grade	Number	%
Airman Basic	E-1	27,879	6.1%
Airman	E-2	28.461	6.2%
Airman First Class	E-3	98,162	21.5%
Senior Airman/Sergeant	E-4	103,462	22.7%
Staff Sergeant	E-5	99,160	21.7%
Technical Sergeant	E-6	57,827	11.4%
Master Sergeant	E-7	33,304	7.3%
Senior Master Sergeant	E-8	9,080	2.0%
CMS	E-9	4,574	1.0%
Total Enlisted		455,909	100.0%*

*May not sum to 100 percent due to rounding of numbers.

proficiency within their AFSC. In addition, they must present exemplary personal conduct, courtesy, loyalty, and personal appearance. Still further, NOCs are required to be knowledgeable of the Uniform Code of Military Justice (UCMJ), drill and ceremonies, and to counsel, correct, or reward the actions of their subordinates (7:p.2-1).

This partial list of NCO responsibilities supports the idea that being an NCO is a full-time job. Yet, NCOs in the middle tier spend from 25 to 75 percent of their time in technical, job-related activities.

Non-NCOs are airmen in grades E-1 through E-4 in the bottom tier of the three-tier structure. These airmen devote their time and efforts to mastering the skills of their new career field.

Training

The following quote from the USAF Personnel Plan indicates the need for an objective of Air Force training:

> The overall requirement for training is derived from the need to replace losses in each skill currently required in the Air Force structure and to provide an inventory of knowledgeable, well trained personnel to meet future requirements. Air Force training programs are designed to insure that skilled and motivated personnel are available to carry out all tasks and functions in accomplishing all Air Force missions [9:p.4-2].

Airmen are provided an orientation to military life and an indoctrination during a six-week basic training course. Next, most airmen receive technical or administrative training in their Air Force specialty. After technical training, an airman is assigned to his first duty station where he receives further training in his specialty through career development courses and on-the-job training.

Another aspect of the Air Force training program is a five-phase professional military education (PME) program. These courses broaden NCO leadership and management ability at strategic points in their careers (9:340).

Advancement

Identifiable Career Progression TIG/TIS/Up or Out

TOPCAP provides an identifiable career progression plan by indicating both the minimum and maximum limits for TIG and TIS for each grade. TOPCAP is also the basis for the Air Force up or out policy. It dictates the maximum TIS an airman can have in any grade before he will be denied reenlistment. These aspects of TOPCAP are shown in Table 4-3) (10:3-4).

TABLE 4-3

TOPCAP CAREER PROGRESSION SYSTEM (10:3-4)

Pay Grade	Min. TIG	Min. TIS	Max. TIS (in yrs)
E-3	*	*	4
E-4	1	1	8
E-5	2	3	20
E-6	3	5	23
E-7	3	8	26
E-8	3	11	28
E-9	2	14	30

*Under the Air Force Stripes for College Experience Program an airman may enter the Air Force as an E-7 with 67 semester hours of college credit (32:22).

Evaluation

Airmen in the grades of E-4 through E-6 compete for advancement by means of WAPS. The Airmen Promotion Report (APR) accounts for 135 of the possible 460 total points. Airmen are rated from one to nine in areas such as jusgement, training, oral and written communication, and military bearing. A weighted average of the five most current APRs is used to calculate promotion points. Because of inflated APR ratings, the relevancy of 30 percent of the total points possible being allocated to the APR is questionable.

Compensation

The following objectives are quoted from the United States Air Force Personnel Plan. They represent the broad goals the USAF hopes to achieve with favorable legislation and compensation policies.

[1] Assure that airmen receive compensation that is internally equitable and provides a standard of living commensurate with demands placed upon them.
[2] Provide a separation payment to those career airmen who, after completion of 5 years of service, are denied reenlistment or are otherwise involuntarily separated before attainment of retirement eligibility.
[3] Compensate enlisted personnel sufficiently, through additional pay, to recruit and retain the desired number of qualified volunteers to perform hazardous duties.
[4] Insure that airmen entitlements provide for equitable reimbursement or compensation to preclude "out of pocket" costs.

[5] Provide sufficient Selective Reenlistment Bonuses (SRBs) as a financial inducement to improve retention in selected critical skills and year groups of service in the career force [9:p.4-9].

These objectives indicate the concern and willingness of the Air Force to provide fair compensation. Also obvious is the lack of legislative support necessary to carry out these objectives. Present increases in hazardous duty, travel, and temporary duty pay have been major gains in the direction of these objectives.

In spite of these objectives, the basic determination of pay is unchanged. Base pay and quarters allowances are calculated on either grade, Total Active Federal Military Service (TAFMS), or both. Only a small percentage of an airman's total monthly income is in the form of hazardous duty, flight, or travel pay. These extras are important but it is the current status of the base pay that allows some junior airmen with families to qualify for food stamps.

Because pay is primarily based on grade and TAFMS, the skill level an airman has achieved is beneficial only after he is promoted to the grade requiring his skill level. Also, because of the current compensation policy, an E-4 aircraft engine mechanic with up to one year of technical training receives the same pay as an E-4 clerk typist with six weeks administrative training.

Location/Commitment

Relocation Option

As a general rule, all airmen are subject to either permanent (more than six months) or temporary relocation at any time and to any place. This option is necessary for the Air Force to maintain the flexibility to meet its mission objectives (6:32).

Exceptions to this policy are made to enhance retention of first term and career airmen. Two such programs are the Base of Preference (BOP) and Joint Spouse programs. The BOP is used to entice airmen to reenlist in return for an assignment to the base or area of their choice. The Joint Spouse program works with couples who are both on active duty to reduce assignments to different areas or bases. The reasoning for this is that if they experience frequent long separations either one or both will probably separate from the Air Force (6:34).

Service Contract

Enlistees in the Air Force obtain a service commitment of a specific number of years active service. This time varies from four to six years. This contract details any training, grade, or assignment guarantees made to the individual.

The service contract provides the Air Force with a stable force in the short term and a basis upon which to

calculate long term force requirements. Because of the need for this stability, the Air Force handles requests for early termination of service on an individual basis.

CHAPTER V

STRUCTURE

Introduction

This chapter provides an analysis of the basic elements contained in the structures of the Army, Navy, RAF, and civilian airlines' enlisted career progression systems. The elements of structure analyzed are tier, track, skill level, and grade. Some systems may not contain all the elements used in this study.

Tier

Army

The Army has a triple-tier enlisted force structure. Table 5-1 illustrates this tier structure. The first tier contains privates in grades of E-1 through E-3. The second tier consists of junior noncommissioned officers and specialists. They range in grade from E-4 to E-6. The third tier represents senior noncommissioned officers in grades E-7 through E-9.

This tier structure is correlated to a trainee-apprentice/technician/supervisor arrangement. Because of a loss of middle and upper level career enlisted personnel, the Army has experienced a responsibility shift (5).

TABLE 5-1

ARMY ENLISTED TIER STRUCTURE (29:62)

PRIVATES--TIER 1	
Title of Address	Pay Grade
Private	E-1
Private	E-2
Private	E-3
JUNIOR NONCOMMISSIONED OFFICERS--TIER 2	
Title of Address	Pay Grade
Corporal	E-4
Specialist	E-4
Sergeant	E-5
Specialist	E-5
Sergeant	E-6
Specialist	E-6
SENIOR NONCOMMISSIONED OFFICERS--TIER 3	
Title of Address	Pay Grade
Sergeant	E-7
Sergeant/First Sergeant	E-8
Sergeant Major	E-9

This shift has required junior NCOs and specialists to assume more supervisory tasks and, in turn, has forced more technical jobs upon the privates in tier one (3).

Navy

The Navy enlisted force is divided into three tiers similar to those of the Air Force (4). The first is the Apprentice tier. It consists of grades E-1 through E-3. Individuals in this tier generally are in either a formal or on-the-job training status and are not considered to have chosen a career specialty or "rating" yet.

The second tier is the Technician tier and consists of the grades of E-4 through E-6. Individuals in this tier have more technical knowledge and experience in a particular rating and therefore are "specialists." Also, as individuals progress through this tier they have more responsibilities of a supervisory nature.

The third tier is the Supervisor tier and consists of grades E-7 through E-9. Individuals in this tier have broad military and technical backgrounds (15:1-2). They have been identified by a central promotion board as having leadership abilities and are given increasingly more management responsibilities as they progress through the tier (4).

Royal Air Force

The enlisted force of the RAF is divided by rank into four tiers (Table 5-2). The first tier consists of airmen in the grades of E-1 through E-4 who function mainly in an apprentice or helper relationship to the higher grades. (An exception is the Junior Technician in some trades who is already considered to be a journeyman.)

The second tier consists of junior noncommissioned officers and is made up of one grade only--that of E-5 or corporal. Corporals are assigned to a unit for a two-year period of on-the-job training to enable them to gain practical experience and to apply knowledge gained during apprentice training. They can do work on their own but it must be checked by a sergeant or a person of higher grade.

The third tier is made up of senior noncommissioned officers and includes the grades of E-6 through E-8. Each grade represents increasing levels of experience, technical skills, and supervisory responsibilities.

Warrant officers (E-9) make up the final tier. This is a tier of managers employed in jobs more demanding than those of senior noncommissioned officers (29:88-106).

Civilian Airline

The personnel structure of a maintenance organization in the airline industry is a radical departure from that of the military services. Table 5-3 illustrates the

TABLE 5-2

ROYAL AIR FORCE ENLISTED TIER STRUCTURE

MANAGER	
Title	Grade
Warrant Officer	E-9
SENIOR NONCOMMISSIONED OFFICERS	
Title	Grade
Flight Sergeant	E-8
Chief Technician	E-7
Sergeant	E-6
JUNIOR NONCOMMISSIONED OFFICERS	
Title	Grade
Corporal	E-5
BASIC GRADES	
Title	Grade
Junior Technician	E-4
Senior Aircraftman	E-3
Leading Aircraftman	E-2
Aircraftman	E-1

TABLE 5-3

MAJOR AIRLINE TECHNICIAN TIER STRUCTURE

NONMANAGEMENT--TIER I	
Title	Subtier
Apprentice	1
Mechanic	2
Lead Mechanic	3
Inspector	4
MANAGEMENT--TIER II	
Title	Subtier
Maintenance Foreman	1
Maintenance Supervisor	2
	3-7*

*Management subtiers 3-7 are equivalent to officer grades.

airline's tier/subtier structure. The airline's maintenance complex is divided into two tiers: nonmanagement and management. The nonmanagement tier is further divided into four subtiers--apprentice, mechanic, lead mechanic, and inspector. The management tier is divided into seven subtiers. The bottom two subtiers are maintenance foreman and maintenance supervisor. The remaining five subtiers in the management area are equivalent to officer ranks in the armed forces and are beyond the scope of this research.

The distinguishing feature of the airline tier system is that it is not necessary and certainly not mandatory to draw from the pool of experienced technicians (tier 1) to fill vacancies in the lower level management positions. This structure allows the technician to remain a technician for his entire career. There are provisions for personnel in tier 1 to cross over into tier 2. Crossing over is similar to enlisted personnel obtaining commissions. This two-tier/subtier arrangement can be credited for the minimal responsibility creep experienced by the airlines.

Track

Army

The dual track system of the Army is in effect only in the junior NCO/specialists tier. One track

consists of the NCO ranks of corporal, sergeant, and staff sergeant. The second track contains specialists grades E-4 through E-6. The soldiers in the specialist tracks are technicians who generally have no command authority. The NCO track contains soldiers in command positions such as squad leader or assistant squad leader.

The major flaw with this arrangement is the stigma attached to the specialist track. All E-5s, whether specialist 5 or sergeant, compete against each other for promotion to E-6. The specialists are at a disadvantage because of the nonleadership positions they hold. For this reason, the specialist track is not utilized much beyond the grade of E-5 (5). The basic idea of separating technicians from other occupations has merit because to reverse the loss of skilled technicians this division has to extend to other areas. In order for a technician track to be acceptable it must be on an equal basis with competing tracks or be independent with individuals in the technician track competing solely among themselves.

Navy

The Navy enlisted career progression system has a single track structure (4). Generally, an enlisted person begins his career as a Recruit (E-1) in one of six major occupational groups. While he is progressing up to the grade of E-3, he works in the field in which he has

attended a technical training school or received on-the-job training. At the same time, he may also receive additional on-the-job training in other fields in his occupational group. When the enlistee attains the grade of E-3 he chooses which field he is going to enter as a career and then completes additional on-the-job training, correspondence courses, or formal technical school programs in his chosen rating.

Promotions to E-4 through E-6 are on a "best qualified" basis in competition only with others in the same field. The number to be promoted in any particular field is determined by the number of vacancies in that field. Six factors are used to determine who are the best qualified (29:48-51). First is the standard score obtained from an exam peculiar to each field. The second factor is individual performance and is based upon a rating form completed by the immediate supervisor and signed by the individual's commander. The third and fourth factors respectively are length of service (LOS) and time in grade (TIG). The fifth factor is points given for awards and decorations. The last factor, called "PNA," is points awarded to those individuals who score above the cutoff point on the Standard Score Test but who do not have enough points overall to be promoted. These individuals are said to have "passed but not advanced [29:51]."

Promotion to E-7 through E-9 is based upon the "whole person" concept. The standard score and performance factors are still considered for promotion to E-7, but only the performance factor is considered for promotion to E-8 and E-9 (4). A central selection board reviews the records of the promotion eligibles and selects the ones to be promoted based upon actual or potential leadership. Again, competition for promotion is only with others in the same field and the number promoted is determined by the number of vacancies in that field (27:58).

Royal Air Force

The RAF employs a dual track structure. The structure in which an airman functions is dependent upon the occupation in which he is employed. Occupations are categorized into trade groups and further classified as List I or List II trades. List I trades are all occupations of a technical nature. List II trades are administrative and operating tasks such as supply and accounting (23:88).

Individuals compete for promotion with others in the same grade, occupation, and trade list. Promotion eligibility requirements vary according to which grade being promoted to and which trade list the individual is in. For example, an E-4 who specializes in aircraft propulsion maintenance (List I trades) is eligible for promotion to E-5 after only one year time in grade whereas E-4s in

most other List I trades must wait three years before they are eligible for E-5. Further, List II trades do not utilize the grade of E-4. Individuals advance from E-3 to E-5 by vacancy only, regardless of how many years time in grade they have (23:98-103).

It is possible for an individual to cross-train into another trade in either trade list if it is considered to be in the best interest of the service (20).

Civilian Airline

The airline structure for maintenance personnel is a single track system. In this system all personnel in a specific job category follow the same path for advancement. This system works well for the airlines because their workforce, at least for technicians, is not required to have a secondary skill and knowledge comparable to the armed forces' NCO levels. Another feature of the airline system which complements this promotion system is the relatively few (compared to the service branches) job categories individually dealt with.

Grade

Army

The Army grade structure is similar to that of the other U.S. military services. Table 5-4 shows a breakout of the Army grades E-1 through E-9. The grade of an individual is the major indicator of the level of responsibility,

TABLE 5-4

ARMY ENLISTED GRADE STRUCTURE (2:24)

Rank	Grade	Number	%
Private	E-1	84,565	12.5%
Private	E-2	65,920	9.8%
Private First Class	E-3	99,127	14.7%
Corporal/Specialist 4	E-4	168,255	24.5%
Sergeant/Specialist 5	E-5	119,439	17.7%
Staff Sergeant/ Specialist 6	E-6	74,286	11.0%
Sergeant First Class	E-7	45,417	6.7%
Master Sergeant/ First Sergeant	E-8	13,190	3.0%
Sergeant Major/ Command Sergeant Major	E-9	3,745	.6%
Total Enlisted		673,944	100.0%*

*May not sum to 100 due to rounding of numbers.

authority, status, pay, and skill possessed by that person. As can be expected, as a soldier advances in grade, these levels also increase.

Navy

The enlisted force structure of the Navy is comprised of nine pay grades--E-1 through E-9 (Table 5-5). In naval language, they are referred to as rates. Grades E-1 through E-3 are known as general rates and grades E-4 through E-9 are petty officer rates. Individuals are referred to by rate, not pay grade. Thus, a person in the lowest petty officer grade is referred to as a third class petty officer, not as an E-4 (14:17-18).

Also, it is important to understand the distinction between a rate and a rating. A rate is a pay grade as explained above, whereas a rating is an occupation. An E-4 who repairs hydraulic systems on naval aircraft would have a rate of petty officer third class (PO3) and a rating of Aviation Structural Mechanic Hydraulics (AMH).

Royal Air Force

The RAF employs nine enlisted grades with warrant officer as the top enlisted grade. Because of the dual track structure, not all grades are used in all trades. Table 5-6 shows that List II trades do not utilize grades E-4 or E-7.

TABLE 5-5

NAVY ENLISTED GRADE STRUCTURE (2:24)

Rank	Grade	Number	% of Force
Seaman Recruit	E-1	49,144	10.7%
Seaman Apprentice	E-2	52,084	11.3%
Seaman	E-3	71,356	15.5%
Petty Officer, 3rd Class	E-4	98,697	21.5%
Petty Officer, 2d Class	E-5	81,072	17.6%
Petty Officer, 1st Class	E-6	66,442	14.5%
Chief Petty Officer	E-7	29,181	6.3%
Senior Chief Petty Officer	E-8	8,374	1.8%
Master Chief Petty Officer	E-9	3,219	.7%
Total Enlisted Force		459,569	100.0%*

*Errors due to rounding.

TABLE 5-6

ROYAL AIR FORCE ENLISTED GRADE STRUCTURE (2:24)

List I Grades	Pay Grade	List II Grades of Rank
Aircraftsman	E-1	Aircraftsman
Leading Aircraftsman	E-2	Leading Aircraftsman
Senior Aircraftsman	E-3	Senior Aircraftsman
Junior Technician	E-4	None
Corporal	E-5	Corporal
Sergeant	E-6	Sergeant
Chief Technician	E-7	None
Flight Sergeant	E-8	Flight Sergeant
Warrant Officer	E-9	Warrant Officer

Civilian Airline

The airline grades structure for technicians consists of apprentice, mechanic, lead mechanic, and inspector. These grades have a one-to-one correspondence to the four subtiers of the nonmanagement tier (Table 5-3). This grade structure is mainly used to identify the type and level of work expected from an employee. This is an important facet of the overall career progression system within the airline but it does not have the far-reaching effects on other components of the system as in the military services' grade structure.

Skill Level

Army

The Army enlisted force is divided into five skill levels as shown in Table 5-7. Grades E-1 through E-4 are assigned a skill level of 1. E-5s, E-6s, and E-7s are assigned skill levels of 2, 3, and 4 respectively. E-8s and E-9s are assigned a skill level of 5. One requirement for promotion to the next higher grade is the achievement of the skill level associated with that grade. While skill level is not the only factor promotion is based on, without the current skill level for the next higher grade a soldier is in a nonpromotable category.

TABLE 5-7

ARMY SKILL/GRADE RELATIONSHIP (29:72)

Grade	Skill Level
E-1 to E-4	1
E-5	2
E-6	3
E-7	4
E-8/E-9	5

To advance in skill level the soldier must take and pass a skill qualification test (SQT). The SQT consists of a written component; practical, hands-on component; and a performance certification component (29:75).

Of these three parts, the hands-on testing is most related to a technician's actual ability. The other parts test theory and general knowledge of Army-related topics associated with the rank of the increased skill level. For an Army technician, this means advancement to the next skill level is two-thirds determined by factors outside the occupational specialty.

Navy

The Navy has nine skill levels corresponding to the nine enlisted grades. To become eligible, a candidate for promotion must meet the skill requirements for the higher grade in his rating. Verification that the skill requirements have been met is obtained through the Standard Score Test (29:46-59).

Another indicator of skill is the type of rating a person has. Under the present structure, Navy ratings are divided into general, service, and emergency ratings. General ratings identify broad occupational fields of related duties and functions. The rating of yeoman, for example, consists of such related tasks as filing, typing, recording, and duplicating correspondence. Knowledge is required of records, forms, publications, and correspondence forms.

Service ratings identify subdivisions within a general rating where specialization is required. They can

exist at any petty officer level (E-4 and above) but they are most common at the petty officer third class (PO3) and petty officer second class (PO2) levels. Sonar Technician (ST) is a general rating which contains two service ratings at the PO3 and PO2 levels: STG and STS. Individuals in these ratings are specialists in shipboard and submarine sonars, respectively.

Emergency ratings reflect qualifications in civilian skills needed in wartime but not required in the peacetime Navy (15:p.1-2).

Not all recruits enter service lacking skills and experience (4). Some have worked in civilian occupations or participated in industrial apprenticeship programs that required some of the same skills the Navy requires. In order to recognize these skills and put them to good use, the Navy has a special program called the Direct Procurement Enlistment Program (DPEP). The DPEP permits enlistees who have had former civilian work experience and/or education in over fifty Navy job areas to enter the service as a petty officer at any of several levels (up to E-7), depending on age and total work, training, and supervisory experience. The length of the formal vocational or technical school education counts for up to one-half the work experience requirement (16:24).

A twenty year old enlistee with two years civilian work experience in one of the fifty job areas can enter the

service as a Petty Officer 3d Class (E-4). A twenty-eight year old enlistee with eight years civilian work experience, including one and one-half years supervisory experience can enter as a Chief Petty Officer (E-7).

Table 5-8 summarizes the requirements and the petty officer ratings under which individuals who qualify for DPEP can enlist.

Royal Air Force

With the exception of the apprentice or trainee level, skill levels in the RAF are denoted by trade qualification annotations (TQA). A TQA is a code that identifies the nature of the trade, the type of equipment, and the level of qualification. Three levels of qualification are used: "Q", "T", and "X" (23:93-95).

An apprentice who has demonstrated he can function at the Operational Performance Standard (a minimum standard against which airmen are trained) is "Q" qualified in the job identified by the TQA. If an airman works on another type of equipment he must be able to function at the Operational Performance Standard (OPS) for that equipment before he is "Q" qualified.

Airmen who have completed post-graduate training on a particular aircraft or system and who meet minimum grade requirements (discussed later) are "T" qualified on that aircraft or system.

TABLE 5-8

NAVY DIRECT PROCUREMENT ENLISTMENT PROGRAM (16:24)

Minimum Age (Max Age: 32)	Vocational Training or Equivalent	Required Years of Work Experience	Rating and Pay Grade
20	1 yr or 1,000 hours	2 yrs	Petty Officer 3d Class (E-4)
23	2 yrs or 2,000 hours	4 yrs including 6 mos. supervisory	Petty Officer 2d Class (E-5)
26	3 yrs or 3,000 hours	6 yrs including 1 yr supervisory	Petty Officer 1st Class (E-5)
28	4 yrs or 4,000 hours	8 yrs including 1½ yrs supervisory	Chief Petty Officer (E-7)

"X" qualification denotes specialized skills acquired by experience and are used by the RAF personnel management center as an aid in making personnel assignments.

Leading Aircraftsmen (E-2) must demonstrate they can function at the OPS on certain tasks by passing a Trade Ability Test (TAT 1). Successful completion of this TAT is a prerequisite for promotion to E-3 and award of the TQA at the "Q" level. TAT II is a similar check for E-4s and is also a prerequisite for promotion to E-5 (23:97).

There are no requirements for passing a TAT above the rank of E-4. The skill proficiency of E-5s and above is evaluated by the airman's immediate supervisor using standards established by the Trade Standards Board (21).

An E-6 or above may be awarded a TQA at the "T" level after completing training in excess of the "Q" level requirements (20).

Civilian Airline

Skill levels in the airline industry for maintenance technicians are based on the number and type Federal Aviation Administration licenses and the length of time each license has been held. Each grade in the non-management tier is based on requirements in terms of licenses. As in the case of the Army, meeting the skill level requirement for the next grade is necessary for promotion but it does not insure promotion to that grade.

The tests to obtain the FAA licenses required for skill level advancement are much more demanding than those required for similar advancement in the military services. Before being allowed to test, an individual must have completed an FAA approved technical school or have served as an apprentice for eighteen months under an individual with a current FAA license. The tests consist of a written part and a hands-on/oral evaluation by an FAA instructor. Unlike the Army testing system, the airline technician is tested solely on knowledge and ability in his technical field.

NCO/Non-NCO

Army

All soldiers in the grades of E-4 through E-9 in the nonspecialist track are noncommissioned officers. All NCOs of a specific grade are superior in rank to the specialists in that grade. However, a specialist in a grade higher than another soldier is higher in rank whether the soldier is in the NCO or specialist track. This rank advantage is another reason for the unpopularity of the Army dual track rank system.

Soldiers in the specialist track and those with rank of private are non-NCOs. Because of their low rank, privates very seldom occupy command positions. Similarly, specialists are trained in technical areas which provide

little opportunity for command. Unlike privates and specialists, NCOs may be assigned to positions of command or they may be assigned to technical or administrative positions. This inflexibility in the range of assignments a non-NCO may receive is another example of the inequality between the NCO and specialists tracks.

Navy

All petty officers (E-4 and above) are noncommissioned officers. As in the other U.S. services, the amount of supervisory responsibility an individual has increases with grade. There is no specific division of time performing technical duties or supervising, as in the Air Force, but, if it comes down to it, an individual is "always a petty officer first and a technician second [4]."

Royal Air Force

Grades E-5 through E-9 are all noncommissioned officers but they are categorized into three levels of responsibility. Personnel in the grade of E-5 are considered to be "Junior NCOs" and are primarily in an on-the-job training status. They have few supervisory responsibilities.

Grades E-6 through E-8 are "Senior NCOs" and have increasing amounts of supervisory responsibilities including training, task certification, statistical analysis, and other managerial duties.

The third and highest level of responsibility is occupied by warrant officers (E-9). In addition to having responsibilities that are more demanding than those of the other NCOs, warrant officers are responsible for training junior commissioned officers (20).

Civilian Airline

The airline personnel system has no component that functions as or can be compared to the noncommissioned officer status of the armed forces. Thus, all technicians can be considered in a non-NCO status. This arrangement works well for the airlines in that it allows the technician to spend the majority of his time being productive in the area of his specialty.

Training

Army

The specific training received by a soldier is dependent on the needs of the Army and the qualifications and desires of the individual (12). The general training sequence that follows is targeted for the high school graduate/dropout with little or no work experience (which is typical of current Army recruits). All enlistees must take and complete Initial Entry Training (IET) (basic training). During this seven-week course each individual is taught the basic soldiering skills from drill and ceremonies to hand grenades. This training is universal

in that no matter which occupational specialty the recruit has chosen (aircraft mechanic, typist, dental assistant, etc.), he is first taught to be a soldier (13).

After completion of IET the new soldier is entered into advanced individual training (AIT). This training is in the skill specialty selected at the time of enlistment. AIT can last for a few weeks to over forty weeks depending on the specialty. This training includes both hands-on and classroom instruction (11). Soldiers completing AIT report to their first duty assignments as apprentices.

At the duty station the apprentice receives supervised on-the-job training in his area of specialization. Although not mandatory, apprentices are encouraged to take correspondence courses relating to their particular skill area (5).

As the soldier advances in rank, educational opportunities and requirements shift from skill related to leadership/management related areas. These include the basic leadership training courses for E-4s and the advanced leadership training course for E-5s and E-6s (18)

This training system is typical of the other military services when the traditional role of the military was to "give a skill" to the individual in return for a period of service at a level of pay usually below that of the outside market value of the acquired skills. While not an ideal system, it is very unlikely that the Army could meet

any of its enlistment goals if potential recruits were required to already possess a job skill.

Navy

The Navy provides all levels of training necessary for its enlistees (16:3,9-13). Training is provided through formal technical schools, correspondence courses, and on-the-job training. The following is an example of the training provided to people in the Navy's Advanced Electronics Field. After "Boot Camp," the Navy's basic military training course, the students attend a twenty-two to thirty-six week Navy Class "A" technical school where they learn the basics of everything from fundamental electronic systems to magnetic amplifiers and synchro/servo systems. From here, successful candidates move on to more advanced training schools for two to fifty-two weeks more of highly sophisticated electronic training on specific Navy equipment (Class C).

From advanced training school, the candidates usually "graduate to the fleet" where they put their electronic schooling into daily operational use and receive further training on the job.

As the recruits advance in grade they receive additional training, through correspondence or on-the-job training courses, which enables them to assume more responsibilities as technicians and supervisors (17).

Royal Air Force

The RAF provides all training necessary for an enlisted person to function in his trade. After basic training an enlisted person is provided with initial training in his trade through either a formal technical school or on-the-job training. This training is generally broad in nature and prepares the individual to serve as an apprentice or helper to the higher grades (23:89).

Senior Aircraftsmen (E-3s) in List I trades attend a formal technical school where they receive follow-on training of a specialized nature. This advanced training prepares them to perform tasks in their trades that are more complex in nature. They are now qualified to do some work on their own but it must be checked by senior NCOs.

Enlisted personnel in the grades of E-6 and above receive professional military education (management and leadership) which prepares them for the increased responsibilities they will encounter as they advance in grade. In the future this training will be offered to E-5s also (20).

Civilian Airline

The airlines have a much reduced training requirement compared to the military services. A technician is hired only after he has obtained a valid FAA license. The airlines have no requirement for their technicians to have

any basic skills comparable to those taught in the military services' basic training.

Individuals promoted to lead mechanic or inspector receive training in leadership, personnel management, and quality control techniques. The timing of this training is unique to the airlines because it is performed after the promotion instead of being used as a variable for advancement.

CHAPTER VI

ADVANCEMENT

Introduction

The importance of advancement in a career progression system is second only to the very structure of that system. This chapter deals with the analysis of current Army, Navy, RAF, and civilian airlines' policies concerning identifiable career progression, up or out requirements, grade stagnation, time in service, time in grade, and evaluation practices. These elements interrelate to form the advancement policies of the systems analyzed.

Identifiable Career Progression

Army

The Army provides an identifiable career progression model in each occupational area through the Career Management Field (CMF) structure. The CMF tracks soldiers from initial training (E-1) through sergeant major (E-9) (29:68). This visual career pattern allows the young soldier "to see into the future" and determine which alternatives will meet his career expectations. For the career soldier it can be used to evaluate his present progress and plan for future assignments.

Navy

In order to advance through a normal career, enlisted personnel must satisfy certain conditions including: minimum time in grade and length of service; demonstrated ability in the requirements of their rating; command recommendation; and successful completion of the advancement examination. In some instances, specific training requirements and courses of instruction may also be required.

The Navy requires each command to fully inform enlisted personnel of the requirements for advancement, establish the necessary training programs, and encourage all enlisted personnel to qualify for advancement (15: p.2-1). The requirements for advancement in each rate and rating are detailed in Professional Advancement Requirements (PAR) and naval and occupational standards in the Navy Enlisted Manpower and Personnel Classifications and Occupational Standards, NAVPERS 18068.

The PAR outlines specific requirements for advancement in each rating, and for rates within each rating. Through PARs, individuals can know in advance all of the formal training, correspondence courses, and OJT necessary to progress through the ranks in their particular rating. PARs also provide a consolidated checklist individuals can use in preparing for advancement; a record commands can use in their evaluation of the

individual in determining readiness for advancement; and a history of advancement. PARs are applicable to all personnel seeking to advance to pay grades E-4 through E-7 (15:p.3-1).

Royal Air Force

The requirements for career advancement in the RAF are listed in the various service regulations but are not consolidated as they are in the U.S. services. Individuals are "left to their own initiatives and resources" to seek out all the information pertaining to advancement through the ranks (20).

Civilian Airline

The career progression desirable and possible for a technician employed by a major airline is determined by the union agreement between the airline and the International Association of Mechanics and Aerospace Workers (IAW). This union agreement only covers workers in tier one (nonmanagement) (29:108).

Because union contracts are renegotiated every three years, career progression rules are subject to change just as regulations change in the armed forces. The main difference in the case of the airline technicians is that a majority of the union workers must ratify any and all changes to their contract.

Up or Out Policy

Army

The Army up or out policy is implemented through the Qualitative Management Program (QMP). The scope of this program is summarized below:

> The Qualitative Management Program is designed to enhance the qualitative content of the career enlisted force. It provides for the selective retention of the best qualified personnel, improved career progression, and denial of reenlistment to the non-progressive and nonproductive. The basic premise of the program is that reenlistment is a privilege to be reserved only for those personnel whose performance, conduct attitude, and potential for advancement are in consonance with the qualitative standards of the United States Army. Therefore, all enlisted personnel must establish their eligibility to remain in the Army by continually demonstrating their efficiency and developing their potential for future service [1:24].

The QMP is enacted through a bar to reenlistment imposed on an individual. This bar to reenlistment can be initiated by either the immediate commander or Headquarters, Department of the Army.

The critical point of this policy is the criterion used to determine satisfactory service. Technical ability is considered as one factor but as a soldier advances in rank, management and leadership potential become more important. This added emphasis on supervisory and management skills is at the expense of technical ability.

Navy

The Navy does not have an "up or out" policy per se for enlisted personnel, but it does require them to meet

certain "growth criteria [4]." To be allowed to remain in service past the first enlistment, enlisted personnel must have advanced to or passed all the requirements for advancement to E-4 (the average TIS for promotion to E-4 is two years). If they fail to do so they will not be allowed to reenlist unless they can show extenuating circumstances and receive a special waiver.

The second criteria is applied at the twenty-year TIS point. By this time the individual must have been promoted to E-7 (average TIS is 13.7).

Royal Air Force

The RAF does not require enlisted personnel to advance in rank in order to remain in service for a career. However, individuals must apply for reenlistment at the end of four and six years and after each of the ninth through fifteenth years of service. After evaluating the individual's worth and suitability for retention for pensionable service, the RAF may deny reenlistment at any of these points (23:104).

If there are reeenlistment quotas, individuals are placed in merit order with other applicants of the same trade and year of exit. This order is determined through consideration of evaluation reports, promotion recommendations, conduct assessment, and time in grade. If there are more applicants for reenlistment than the quota allows

those who are too far down the list are not permitted to reenlist (20).

Civilian Airline

The airlines currently do not have a formal up or out policy. This is due to present hiring practices. All employees must enter the airline work force at the mechanic level or above. Because a technician may spend his entire career at the mechanic level an up or out system would be inconsistent with these policies.

An apparent advantage to this policy is the retention of technicians who would have been forced out if some type of up or out policy were in effect. A possible disadvantage with no up or out policy is the retention of substandard technicians.

Grade Stagnation

Army

According to the station commander of the Fairborn, Ohio Army recruiting station, grade stagnation is not a problem at the current time (3). The average TIG for an E-7 being promoted to E-8 in 1979 and 1980 were 5.4 and 5.5 years, respectively (26:26). Promotees from E-6 to E-7 had an average TIG of 4.5 years in 1980 and 4.9 years in 1981 (34:16). These average TIG statistics indicate the Army has a smooth flowing promotion system with no

bottleneck at the upper grades to create a grade stagnation problem.

Navy

The Navy promotes people to E-4 and above only when there is a vacancy in their respective rating. For example, if a rating is authorized a total of 200 E-6s and there are presently 200 E-6s in that occupation, then no E-5s may be promoted to E-6 in that rating. At the same time, there may be vacancies in other ratings allowing E-5s to advance to E-6. If an individual is in a blocked field he may try to transfer from that field to one with promotion potential (29:55). To do so he must first obtain permission from the Bureau of Personnel and pass the skill test in the new rating for his current rank (13:3-7). Once this is done he can compete for promotion in the new rating. He may not go directly from E-5 in one rating to E-6 in another.

One way the Navy attempts to prevent grade stagnation is through the "Growth Criteria" enlisted personnel must meet at two decision points in their career. This is discussed further under the "Up or Out" heading. Permission from the Bureau of Personnel is on manning requirements in both fields. Generally, a change in rating for E-7 through E-9 is not approved (15:37).

Civilian Airline

While not a major problem, the airlines do have considerable grade stagnation. There are several reasons for this condition. The promotion system, which is based on the seniority of qualified individuals, requires a higher position be vacated before promotion is possible. Also, the retirement structure of the airlines differs from that of the military. Fewer vacancies are created by retirement due to the extended time an employee must work before being eligible for retirement. Finally, the lack of an up or out policy to create openings adds to grade stagnation.

Time in Service/Time in Grade

Army

Besides skill levels, the Army also uses a system of Time in Service (TIS) and Time in Grade (TIG) requirements to determine promotion eligibility. This system allows the Army some long-range control over the force size at each grade level. Because of the promotion inequities that could result from overmanipulation of the minimum TIG/TIS requirements, a substantial negative trend would be required for any major changes (5).

In recognition that everyone does not advance at the same rate, the Army incorporated a below the zone promotion policy. Under this policy an individual can be

promoted before he has obtained the minimum TIG/TIS required. To accomplish this he must have earned enough promotion points in other areas to offset the reduction in points he will receive for not meeting the minimum TIG/TIS requirement.

Navy

The Navy does not have minimum time in service requirements for promotion to any rank. However, there are minimum time in grade requirements. Table 6-1 outlines the minimum time an individual must spend in a particular grade before he/she can be promoted.

TABLE 6-1

NAVY MINIMUM TIG REQUIREMENT (14:6-8)

Eligible for Promotion to:	Minimum Time in Current Grade
E-1	None
E-2	6 months
E-3	6 months
E-4	9 months
E-5	1 year
E-6	2 years
E-7	3 years
E-8	3 years
E-9	3 years

Exceptions to this policy occur when individuals have already completed a technical course or have enlisted for a long term into a highly technical field such as nuclear energy. In these cases, individuals may be assigned to the rank of E-2 through E-7 (16:9-24).

Royal Air Force

In the RAF, time in service/time in grade requirements for promotion vary according to grade being promoted to and which trade the individual is in. The requirements for promotion to E-1 through E-4 are the same for all trades. Upon graduation from basic training, the aircraftsman (E-1) is automatically promoted to E-2. There are no minimum TIS/TIG requirements. Promotion to E-3 requires one year TIS. Promotion to E-4 applies to List I trades only and is granted upon completion of advanced technical training.

Promotion to E-5 and above is by established vacancy for all trades in both lists with the following exceptions: E-4s in the aircraft maintenance trades (List I) are eligible for promotion to E-5 after one year TIG; all other List I trades are eligible after three years TIG. Table 6-2 outlines the TIS/TIG requirements for promotion (23:101-103).

TABLE 6-2

ROYAL AIR FORCE TIS/TIG REQUIREMENTS

For Promotion to:	List I	List II
E-1	None	None
E-2	*	*
E-3	12 months TIS	12 months TIS
E-4	**	Not applicable
E-5	1,3 TIG***	By vacancy
E-6	Vacancy	Vacancy
E-7	Vacancy	Not applicable
E-8	Vacancy	Vacancy
E-9	Vacancy	Vacancy

* Upon completion of basic training.

** Upon completion of advanced technical training for List I trades. List II trades do not utilize E-4 grade.

*** E-4s in aircraft maintenance (List I) require one year TIG; all others (List I) require three years TIG.

Civilian Airline

Theoretically, the airlines have no TIG/TIS requirements for promotion of their technicians. The practical aspects of airline promotions based on seniority usually dictate that a technician has considerable TIS and TIG before promotion.

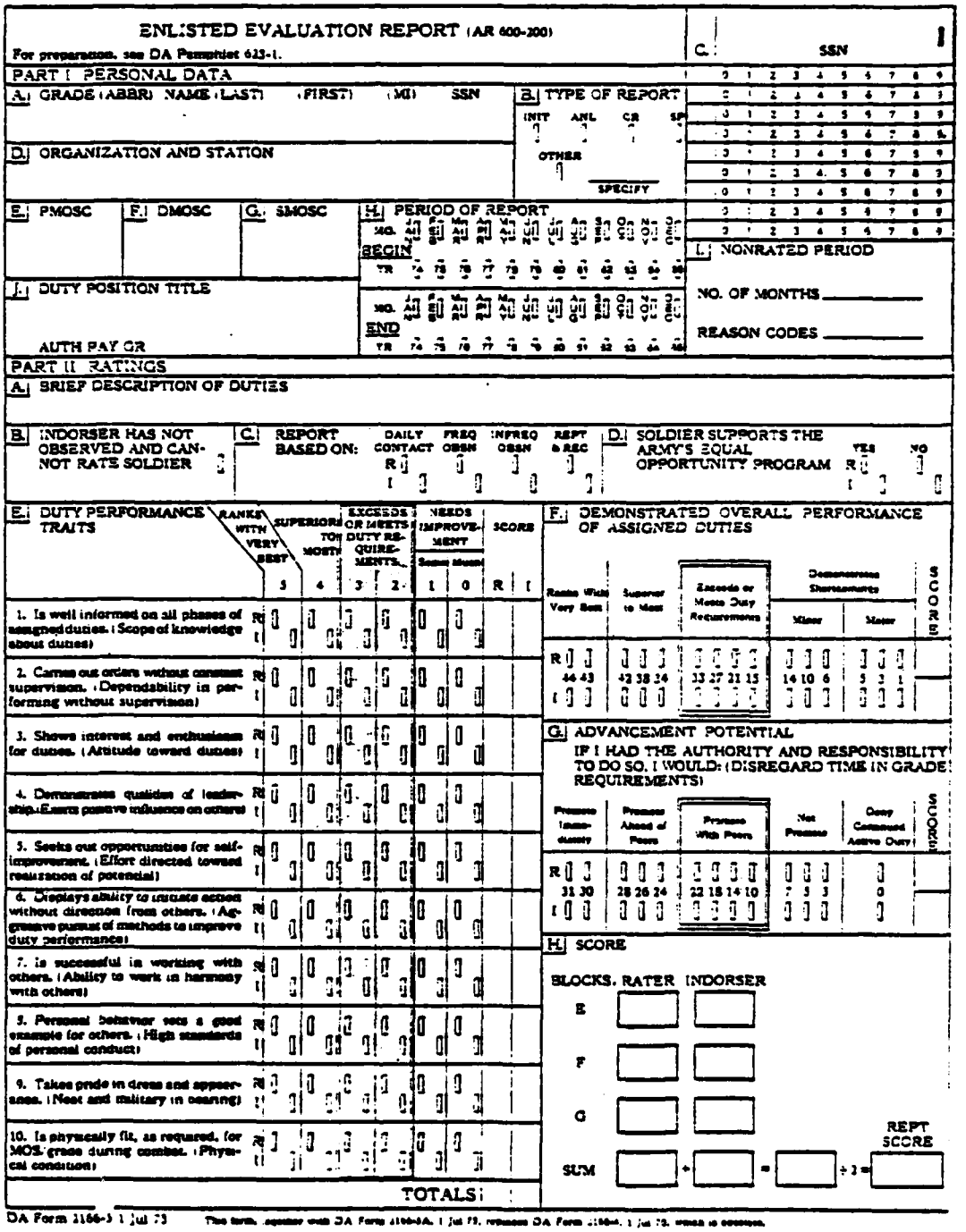
Evaluation

Army

Soldiers in the grades of E-4 and E-5 compete for promotion on a point basis. Up to 15 percent of the total points possible can be earned via the Enlisted Evaluation Report (EER) (29:80). This evaluation is conducted by the soldier's immediate supervisor. This subjective evaluation is quantified on the EER form shown in Figure 6-1.

The inflation of EER scores has resulted in the majority of ratees receiving the maximum possible points. Because of this, less importance is placed on the point total and more emphasis is attached to the comments made by the rater and endorser on the reverse side of the form (3).

Soldiers in grades E-7 and E-8 are evaluated using the Senior Enlisted Evaluation Report (SEER). The SEER is similar to the EER in its use except the quantitative score is not converted to promotion points (29:85-86).



ENLISTED EVALUATION REPORT (AR 600-200)

For preparation, see DA Pamphlet 623-1.

C. SSN

PART I PERSONAL DATA

A. GRADE (ABBR) NAME (LAST) (FIRST) (MI) SSN

B. TYPE OF REPORT — INIT ANL CR SP — OTHER — SPECIFY

D. ORGANIZATION AND STATION

E. PMOSC F. DMOSC G. SMOSC

H. PERIOD OF REPORT — BEGIN — END — YR MO DAY

I. NONRATED PERIOD — NO. OF MONTHS _____ — REASON CODES _____

J. DUTY POSITION TITLE — AUTH PAY GR

PART II RATINGS

A. BRIEF DESCRIPTION OF DUTIES

B. INDORSER HAS NOT OBSERVED AND CANNOT RATE SOLDIER

C. REPORT BASED ON: DAILY CONTACT (R, I) FREQ OBSN INFREQ OBSN REPT & REC

D. SOLDIER SUPPORTS THE ARMY'S EQUAL OPPORTUNITY PROGRAM — YES (R, I) NO

E. DUTY PERFORMANCE TRAITS

	RANKS WITH VERY BEST	SUPERIOR TO MOST	EXCEEDS OR MEETS DUTY REQUIREMENTS	NEEDS IMPROVEMENT		SCORE	
	5	4	3	2	1	0	R	I
1. Is well informed on all phases of assigned duties. (Scope of knowledge about duties)	R I							
2. Carries out orders without constant supervision. (Dependability in performing without supervision)	R I							
3. Shows interest and enthusiasm for duties. (Attitude toward duties)	R I							
4. Demonstrates qualities of leadership. (Exerts positive influence on others)	R I							
5. Seeks out opportunities for self-improvement. (Effort directed toward realization of potential)	R I							
6. Displays ability to initiate action without direction from others. (Aggressive pursuit of methods to improve duty performance)	R I							
7. Is successful in working with others. (Ability to work in harmony with others)	R I							
8. Personal behavior sets a good example for others. (High standards of personal conduct)	R I							
9. Takes pride in dress and appearance. (Neat and military in bearing)	R I							
10. Is physically fit, as required, for MOS, grade during combat. (Physical condition)	R I							
					TOTALS			

F. DEMONSTRATED OVERALL PERFORMANCE OF ASSIGNED DUTIES

	Ranks With Very Best	Superior to Most	Exceeds or Meets Duty Requirements	Demonstrates Shortcomings: Minor	Demonstrates Shortcomings: Major	SCORE
R	46 43	42 38 34	33 27 23 15	14 10 6	5 3 1	
I						

G. ADVANCEMENT POTENTIAL

IF I HAD THE AUTHORITY AND RESPONSIBILITY TO DO SO, I WOULD: (DISREGARD TIME IN GRADE REQUIREMENTS)

	Promote Immediately	Promote Ahead of Peers	Promote With Peers	Not Promote	Deny Command Active Duty	SCORE
R	31 30	28 26 24	22 18 14 10	7 5 3	0	
I						

H. SCORE

BLOCKS.	RATER	INDORSER
E		
F		
G		
SUM	+	= ÷ 3 = REPT SCORE

DA Form 2166-5 1 Jul 73 This form supersedes DA Form 2166-5A, 1 Jul 73, which is obsolete. DA Form 2166-5, 1 Jul 73, which is obsolete.

Fig. 6-1. Army Enlisted Evaluation Report (29:137)

Navy

The Navy requires that seamen in grades E-1 through E-4 receive a performance evaluation every six months. Seamen in grades E-5 and up are evaluated annually. The report, which is completed by the immediate supervisor and signed by the individual's commander, is used when considering an individual for promotion, reenlistment, special duty assignments, and other similar situations (4).

Royal Air Force

The RAF evaluates its airmen in three areas. The first is promotion potential and it has three categories: specifically recommended, fit, and not fit. The second area is an assessment of conduct and has four categories: exemplary, very good, good, and unsatisfactory. The last area evaluates an airman's general qualities of trade proficiency, supervisory ability, and personal qualities. Each of these general qualities is broken down further to specifics which are graded on a scale of one to nine with nine being outstanding in all respects (23:98).

Civilian Airline

The airlines have no evaluation system comparable to those of the military services. Each technician must "sign off" the work he has performed indicating he has completed the assigned task in the correct manner.

Should an inspection or accident investigation reveal the work was not done, or was done incorrectly, the technician can be fined or dismissed. Dismissal would be in conjunction with the revoking of his license by the FAA.

Because of the seniority promotion system, the airlines do not need an annual performance report on an individual to rank order him with his peers for promotion purposes.

CHAPTER VII

COMPENSATION

Introduction

Compensation is probably the most misunderstood component of the Enlisted Career Progression System. This confusion stems from the basic question of what compensation should be based on and the uncertainty associated with legislative control of funding approval. This chapter analyzes the aspects of pay and their relation to TIS, TIG, and skill level for the career progression systems involved in this study.

DOD Pay

American military people are paid in actual dollars much better than they were ten years ago, but pay "caps" in the past few years have deliberately held pay below the inflation rate. Military pay rose 45.2 percent from 1973 to 1980, but in "real" terms, military people were making less in 1980 than they were in 1973 (23:5).

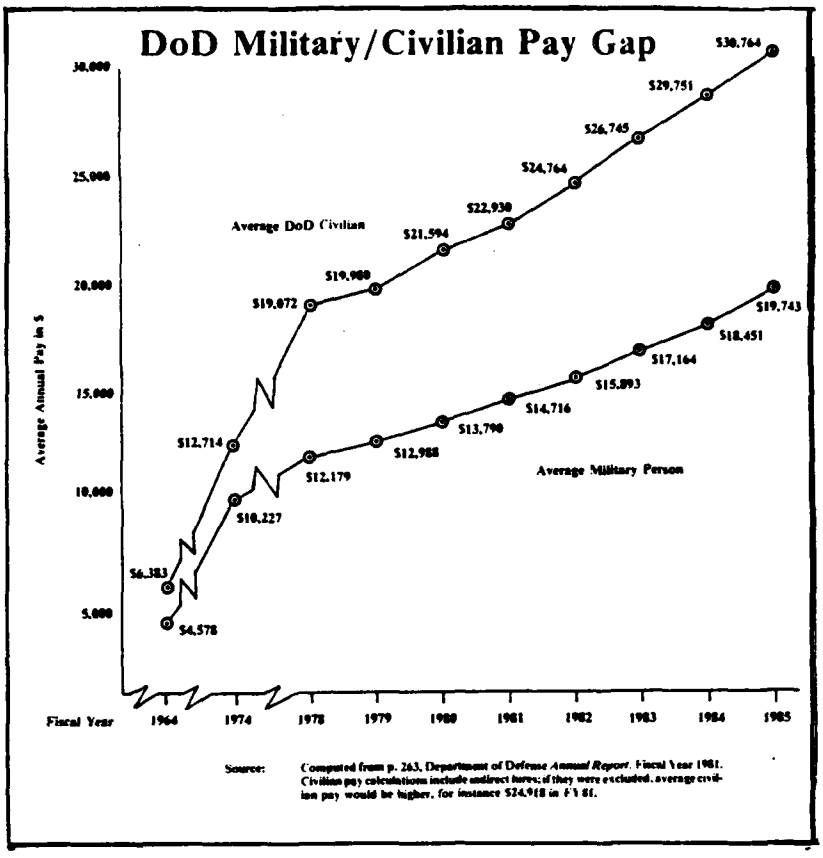
There is a "real time" difference between military and civilian pay. A first-term enlisted man with three years aircraft maintenance experience, trained by the Air Force at a cost of $37,000, makes about $12,000 annually in regular military compensation (pay,

allowances, and the tax advantage of nontaxable allowances). The same airman, if employed by Boeing Military Airplane Company, could start at $17,000 with a substantial benefits package. An electronics technician could start at $21,000 and a janitor would start at $16,000 (30:14).

Even within the services there is a great disparity (Figure 7-1). A Navy petty officer boilerman with eight years of service earns $11,730 a year while his civilian counterpart in the Military Sealift Command earns $22,680, not including overtime (25:38).

The pay system is essentially the same for all active duty services in the Department of Defense. It is composed of three components--basic pay, allowances, and special pay and allowances. Basic pay is what everybody gets. It increases with promotion, with increased service, and when there is a general pay raise.

The basic pay tables are designed to avoid "inversions." That means they are set up so people in one grade are not paid more than those in higher grades who have the same amount of total service time. However, as Table 7-1 shows, it is possible for people in one grade to make more than those in higher grades who have less total service time. For example, an E-6 (enlisted) with twelve years total service time receives $992.10 per month in basic pay while an 02 (officer) with two years total



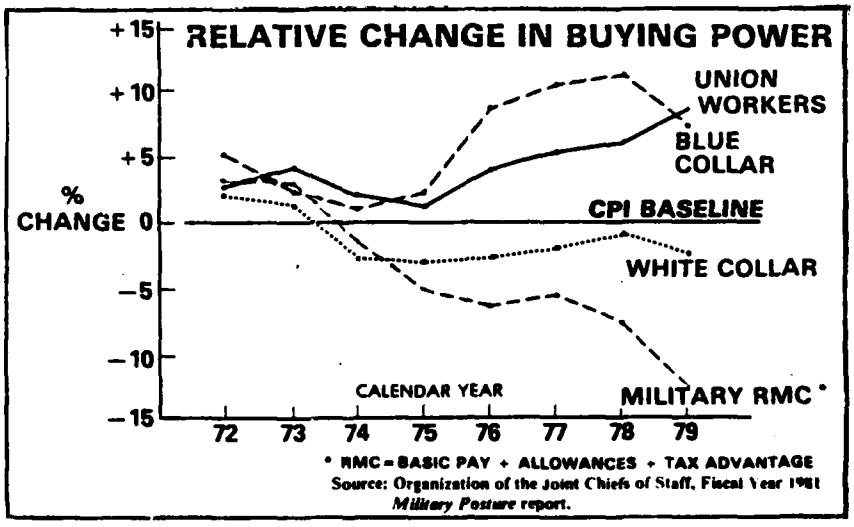


Fig. 7-1. Pay Disparities (32:55)

TABLE 7-1
DOD Pay Rates (23:11)

Monthly Basic Pay Rates

Below is the basic pay effective Oct. 1, 1980. Where a figure is not shown for a given number of completed years of service-for-pay, the amount to the left applies.

The Chairman of the Joint Chiefs and the military heads of each service receive $4176.04 a month. The senior enlisted person of the Air Force, Army, Coast Guard, Marine Corps and Navy each get $2212.80, regardless of length of service.

The other grades receive amounts indicated below:

PAY GRADE	UNDER 2	OVER 2	OVER 3	OVER 4	OVER 6	OVER 8	OVER 10	OVER 12	OVER 14	OVER 16	OVER 18	OVER 20	OVER 22	OVER 26
O-10	3942.90	4081.50	—	—	—	4238.10**	—	4562.70**	—	4889.10**	—	5216.10**	—	5541.60**
O-9	3494.40	3586.20	3662.40	—	—	3755.70	—	3911.70	—	4238.10**	—	4562.70**	—	4889.10**
O-8	3165.00	3259.80	3337.20	—	—	3586.20	—	3755.70	—	3911.70	4081.50	4238.10**	4407.90**	—
O-7	2629.80	2808.90	—	—	2934.60	—	3105.00	—	3259.80	3586.20	3832.50	—	—	—
O-6	1949.40	2142.00	2281.80	—	—	—	—	—	2359.20	2732.70	2872.50	2934.60	3105.00	3367.50
O-5	1559.10	1830.90	1957.20	—	—	—	2016.90	2124.90	2267.10	2436.90	2577.00	2654.70	2747.40	—
O-4	1314.30	1599.90	1707.00	—	1738.20	1815.60	1939.20	2048.40	2142.00	2235.60	2297.70	—	—	—
O-3	1221.30	1365.30	1459.50	1614.90	1692.00	1753.20	1847.40	1939.20	1986.90	—	—	—	—	—
O-2	1064.70	1163.10	1397.10	1444.20	1474.20	—	—	—	—	—	—	—	—	—
O-1	924.30	962.10	1163.10	—	—	—	—	—	—	—	—	—	—	—
O-3*	—	—	—	1614.90	1692.00	1753.20	1847.40	1939.20	2016.90	—	—	—	—	—
O-2*	—	—	—	1444.20	1474.20	1521.00	1599.90	1661.40	1707.00	—	—	—	—	—
O-1*	—	—	—	1163.10	1242.30	1288.20	1334.70	1381.20	1444.20	—	—	—	—	—
W-4	1244.10	1334.70	—	1365.30	1427.40	1490.40	1552.80	1661.40	1738.20	1799.70	1847.40	1907.70	1971.60	2124.90
W-3	1131.00	1226.70	—	1242.30	1257.00	1348.80	1427.40	1474.20	1521.00	1566.60	1614.90	1677.30	1738.20	1799.70
W-2	990.60	1071.30	—	1102.50	1163.10	1226.70	1272.90	1319.70	1365.30	1413.00	1459.50	1505.70	1566.60	—
W-1	825.30	946.20	—	1025.10	1071.30	1117.50	1163.10	1211.10	1257.00	1303.20	1348.80	1397.10	—	—
E-9	—	—	—	—	—	—	1413.60	1445.70	1478.40	1512.60	1546.20	1576.20	1659.30	1820.40
E-8	—	—	—	—	—	1185.90	1219.20	1251.60	1284.30	1317.90	1348.50	1381.50	1462.80	1626.00
E-7	828.00	893.70	927.00	959.10	992.10	1023.30	1056.30	1089.00	1138.20	1170.60	1203.60	1219.20	1301.10	1462.80
E-6	715.20	779.70	812.40	846.60	878.10	910.20	943.50	992.10	1023.30	1056.30	1072.20	—	—	—
E-5	627.90	683.40	716.40	747.60	796.50	828.90	862.20	893.70	910.20	—	—	—	—	—
E-4	603.60	637.50	674.70	727.20	756.00	—	—	—	—	—	—	—	—	—
E-3	580.50	612.30	636.90	662.10	—	—	—	—	—	—	—	—	—	—
E-2	558.60	—	—	—	—	—	—	—	—	—	—	—	—	—
E-1	501.30	—	—	—	—	—	—	—	—	—	—	—	—	—

* With over four years' enlisted or warrant service. **Limited under existing law.

service time receives $962.10 per month in basic pay (23:5-7).

The tables are also fixed so people will not continue to receive pay raises just for staying in service longer. After a point, they have to earn promotions to get more money (except for a general pay riase). For example, an E-5 receives an increase in basic pay every two years until he has fourteen years total service time. After that point he will not receive any more increases until he is promoted to E-6.

There are two major allowances--basic allowance for subsistence (BAS), and basic allowance for quarters (BAQ). The services pay BAS to some members in lieu of furnishing them meals. All officers, married or single, receive BAS but not all enlisted members do. Generally, enlisted members who are married and eat at home, or those who are single and authorized to live off-base, receive BAS.

Presently, BAS is paid at four rates. Enlisted members receive $4.45 per day when rations in kind are not available, $3.94 per day when on leave or granted permission to mess separately, and $5.89 per day when assigned to duty under emergency conditions where no government messing facilities are available (23:7).

BAQ is paid to service members when government quarters are not available. The amount paid depends on

pay grade and whether or not the member has dependents. Until January 1, 1981, only officers in grades 0-4 and above could decline adequate government quarters. Now all officers and E-7s and above may do so with a couple of exceptions. Those designated as "key and essential" may be unable to choose to live off base, and those on sea or field duty are considered to be assigned to government quarters (23:7-10).

Special pay and allowances consists of many special pays and reimbursements tailored to grade, service, skill, and circumstances (34:10-13). Listed below are a few of these pays and the motives behind them.

Variable Housing Allowance (VHA) is a new, non-taxable, pay approved in 1980 to help the service member stationed in high-cost areas where BAQ is insufficient to cover housing costs. Service members drawing BAQ qualify for VHA if they are assigned to an area in the Continental U.S. where average housing costs exceed their BAQ by 15 percent or more. The amount paid varies by grade and location.

Overseas station allowances are paid to those service members stationed outside the Continental U.S. to make up for the additional cost of living overseas. They include the cost of living allowance (COLA) and the housing allowance (HA).

HA rates are tied to BAQ, while COLA is a supplement to regular pay that reflects price differences between overseas and the Continental U.S. Payments of HA and COLA vary with location, pay grade, and number of dependents.

Proficiency pay is an incentive, paid monthly, for those in certain jobs or skills in which there are severe personnel shortages. It can also be paid for special duty assignments such as recruiting duty. The amount paid varies by grade and service.

A Regular enlistment bonus of up to $5,000 is paid to an individual who enlists in certain hard-to-fill skills. For example, certain high school graduates who enlist in any of the five Army armor job specialties are eligible to receive $4,000.

A Selective reenlistment bonus (SRB) is paid to certain members who reenlist in critical skills in which there are personnel shortages. The amount varies according to "zone," skill, and number of years the reenlistment is for. There are three zones: "A" for members still on their first enlistment term; "B" for those with six to ten years of service; and "C" for those with ten to fourteen years of service. The maximum amount most individuals can receive is $16,000 though some nuclear personnel can receive up to $20,000.

Nuclear duty pay is for certain officers and enlisted members in critical skills who are nuclear-trained or qualified. There are three categories for this bonus: accessions ($6,000); continuation bonus for four year extensions ($28,000 maximum); and annual incentive bonus (maximum of $6,000).

Submarine duty pay is a monthly incentive pay for those Navy officers and enlisted men who meet certain submarine duty qualifications. Rates are based on grades and years of service. For enlisted members, the pay ranges from $55 to $265 a month. For officers the pay ranges from $130 to $440 a month.

Sea pay is an incentive for sea duty. It is available to enlisted members and officers assigned to sea duty.

For officers, sea pay is available for 0-3s to 0-6s with more than three years of sea duty and to 0-1s and 0-2s with prior enlisted service who have three or more years of sea duty. Rates range from $150 a month to $310 a month depending on grade and number of years at sea.

All E-4s and above receive sea pay while assigned to sea duty. Rates range from $50 a month to $310 a month and are based on a combination of years of sea duty and pay grade.

There is also a career sea pay premium of $100 a month available to any enlisted member, warrant officer, or officer who remains at sea more than three consecutive years. This premium is in addition to any other incentive sea pay.

Flight pay for air crew members varies by grade and service. Performance standards for continuous flight pay are called "gates." Officers who have been in primary flying jobs for certain lengths of time when they reach specific years of aviation service (twelve and eighteen years) are guaranteed continuous flight pay (a maximum of $306 per month) until after twenty-five years of service. Warrant officers get a maximum of $250 per month after six years of aviation service. After thirty years of aviation service the payment drops to nothing.

Eligible enlistment crew members receive flight pay of $63 to $131 per month, based on rank and years of service. However, unlike officers, the enlisted crew members have no guarantee of flight pay. They must have skills that authorize crew pay, and their jobs must actually require flying.

Hazardous duty pay is given to service personnel performing jobs such as parachutist, demolition specialist, high or low pressure chamber personnel, leper care personnel, and certain other duties. Monthly rates are $110 for officers and $55 for enlisted members.

DOD Pay/Skill Level Relationship

The relationship between pay and skill in the DOD pay system is that caused by the tie of grade to skill level. The DOD pay system entitles everyone of the same rank who has served the same number of years to the same amount of basic pay, whether a jet engine mechanic, a computer specialist, or a supply clerk. This system treats all service members as if they contributed equally to the defense effort. It does not recognize the nature of the work performed, the marketplace value of some military occupations, or the costs invested in training (24:26).

A recent report by the Brookings Institute, a private Washington-based think tank, called for a complete modernization of the military pay system (24:1). The authors argued the system was adopted before World War II when most service members were foot soldiers and general seamen doing work requiring youth and vigor. The skills they needed were not competitive in the civilian job market. Advances in military technology since then demands that most service members be trained as technicians and specialists with skills sought in varying degrees by civilian employees. Gone are the large gangs of able-bodied seamen who once hauled ropes and manned the gun turrets in the Navy; here are the fire control technicians, sonar operators, and the avionics repair specialists. Seven years ago roughly 6 percent of all Army soldiers needed special

electronics training to make the Army work; today it's more like 13 percent (33:66).

> The armed forces, by offering equal pay for unequal jobs, assign as prominent a role to, say, the enlisted clerk as to the combat soldier; yet recruitment for combat related positions has always been more difficult. . . . And their failure to offer pay differentials to enlisted technicians and craftsmen is inconsistent with the services' growing need for these specialists [24:26].

Though bonuses and proficiency pay provide members in technical occupations with additional compensation, these pays are temporary in nature. Proficiency pay is used to attract sufficient personnel into areas in which there are severe personnel shortages. Once the shortages are alleviated there is no guarantee the proficiency pay will continue to be paid.

Selective reenlistment bonuses are paid to certain specialists who reenlist but they go to relatively few persons and have practically no effect on the structure of military pay (24:26).

Royal Air Force Pay

The services of the United Kingdom make a direct linkage between military salaries and pay in similar skills in the civilian economy (31:20). This is effected through seven "bands" of pay, five of which are used for any one grade. Which band at which an individual is paid depends on rank and the complexity of the trade. For example,

a corporal supply clerk might be paid at band 3 whereas a corporal aircraft mechanic might be paid at band 4 (4).

Military salaries are based on more than just the "market value" of the skills. The RAF pays an additional percentage of salary to compensate for the disadvantages and rigors of military life. Also, salaries vary by length of enlistment thereby providing higher pay for longer enlistments. However, there is no direct link between pay and time in service or time in grade (20).

The net effect of the differences in pay systems between the U.S. and U.K. military services is that pay and purchasing power of U.S. service members lags that of U.K. service members--in some cases by substantial margins. The purchasing power of junior E-5s in the RAF is almost twice that of their U.S. counterparts (31:20).

Civilian Airline Pay

The airlines pay their employees according to the union agreement between the airline and the IAW. At the current time pay is based on the position an employee holds and, for some positions, the length of time in that position. Table 7-2 shows the different hourly rates for positions within a technical area (mechanics) and those of a nontechnical nature (stock clerk). From Table 7-2 the difference in pay for technical and nontechnical jobs is apparent.

TABLE 7-2

UNION PAY RATES FOR NONMANAGEMENT EMPLOYEES (29:112)

Position (Grade)	Hourly Rate 1-1-80
Inspector	$11.66
Lead Mechanic	11.61
Mechanic:	
1st six months	9.54
2nd six months	9.91
3rd six months	10.28
4th six months	10.47
5th six months	10.67
Thereafter	11.03
Lead Stock Clerk	10.60
1st six months	7193
2nd six months	8.03
3rd six months	8.19
4th six months	8.51
5th six months	8.90
Thereafter	9.06

CHAPTER VIII

LOCATION/COMMITMENT

Introduction

The mobility of the American work force is traditionally thought of as a major contributor to the growth of both the industrial and technological base we enjoy today. This chapter explores the policies of the armed forces and civilian airlines concerning rights and options employees have regarding relocation and the use of service contracts. The advantages and disadvantages of these elements are discussed as well as the pros and cons associated with their absence in the case of the civilian airlines. Generally, the personnel assignment policies of the Navy and RAF are very similar to those of the Army and will not be discussed separately.

Relocation Option

Army

In general, the Army has the option to relocate a soldier at any time and to any place where his skills are needed. There are specific rules governing special situations such as hardship reassignments, back-to-back remote tours, and extended overseas tours. The following quote from a local Army recruiter sums up the situation as it

AD-A103 546 AIR FORCE INST OF TECH WRIGHT-PATTERSON AFB OH SCHOOL--ETC F/6 5/9
AN EXPLORATION OF ALTERNATIVES TO THE CURRENT USAF ENLISTED CAR--ETC(U)
JUN 81 T G HIATT, W E NUNNERY
UNCLASSIFIED AFIT-LSSR-39-81 NL

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is presented to prospective recruits:

> Certain situations such as enlistment in critical career fields and reenlistment can land you a guaranteed assignment. In all other cases your wants are compared to the Army's needs and if you want to go where the Army needs you, great! If not, the needs of the Army come first [5].

Civilian Airline

Two conditions can result in the airline enforcing a relocation option. First, the technician's particular job may be phased out at his current location due to changes in airline service. Second, his job may be eliminated due to a shutdown of the facility. In either event, the technician has two options. He may relocate at a facility with a current opening or place his name on the waiting list of a facility with no opening and be laid-off until one is available.

In the case of voluntary relocation, the technician would sign up for the location of his choice, and according to the union agreement, he must be offered the first opening to come available.

Service Contracts

Army

Each member of the Army enlisted force is obligated to the terms of an enlistment contract. The length of this contract varies from two to six years and can be renewed at the option of the Army at regular intervals (13).

The service contract has both positive and negative effects on the Army and the individual soldier. The positive effects for the Army are a stable force size and projectable levels for the future. For the soldier, a service contract represents job security over the period of enlistment. The negative aspect for both the Army and the soldier is the long-term commitment. Soldiers who desire a change in employers (USA) are usually required to fulfill their commitment before discharge. This may lead to unmotivated and substandard performance and a discontented soldier.

Navy

Navy enlisted personnel, like those in the Army, serve contractual periods of employment. Normal periods for first enlistments are four to six years. Reenlistments are at the option of the individual (with approval of the service) and can range from three to six years each time. The positive and negative aspects of Naval service contracts are the same as those mentioned previously for the Army (4).

Royal Air Force

Enlisted personnel of the RAF serve for an initial contract period of four years. If they wish to continue service they must apply for "reengagement" at the end of six years and at the ninth through fifteenth years of

service. The RAF may deny reenlistment at any of these points. As for the U.S. Army and Navy, service contracts enable the RAF to manage the size of its force and provide a measure of job security for the individual (20).

Civilian Airline

The airlines do not directly have service contracts with their nonmanagement employees. Because of this, they have neither the advantages nor the disadvantages associated with a service contract.

CHAPTER IX

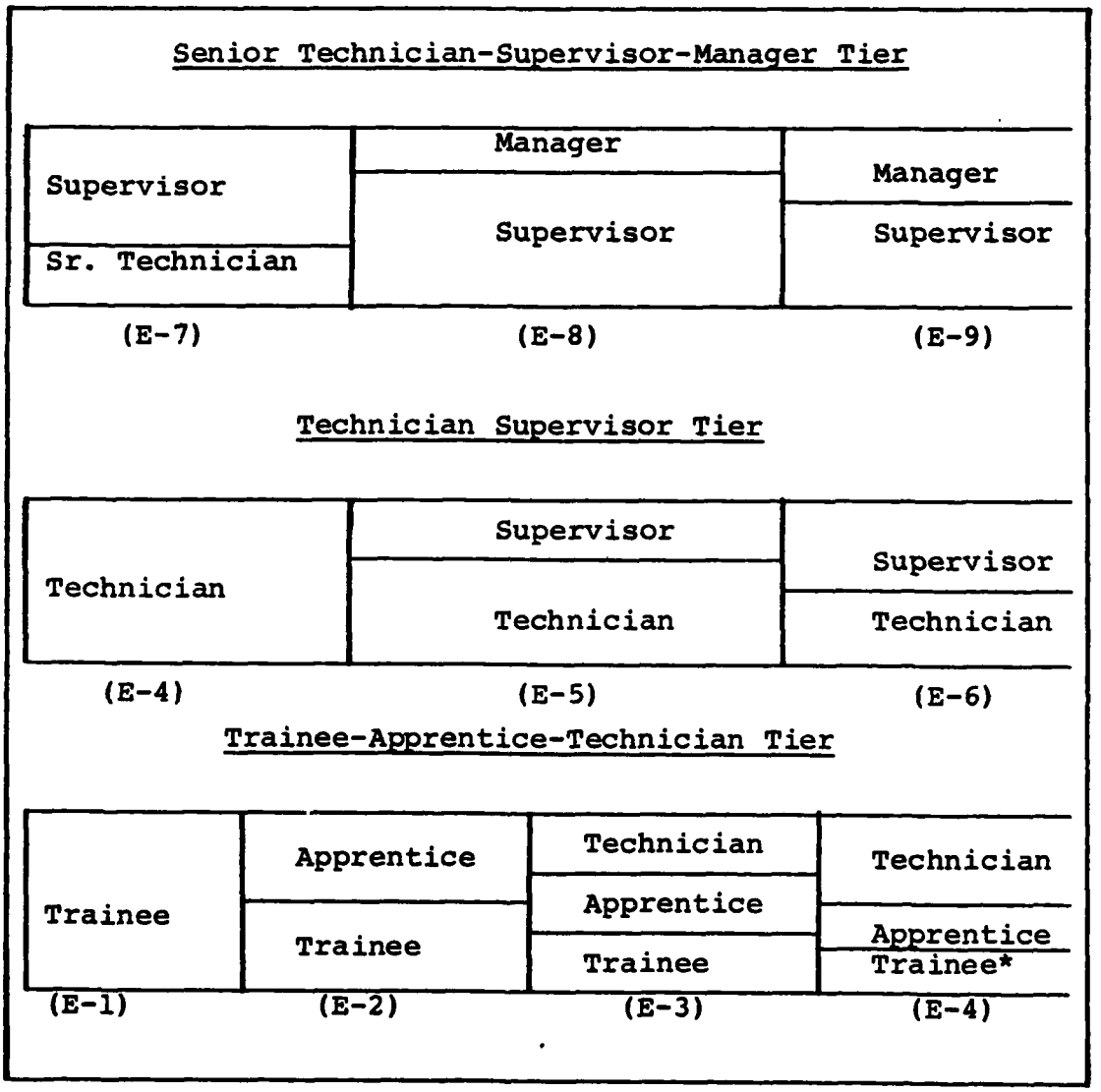
ALTERNATIVE ENLISTED CAREER PROGRESSION SYSTEMS

Introduction

The purpose of this chapter is to synthesize the results of the analysis of the various elements of the enlisted career progression systems studied. For each alternative we present those elements not addressed are considered passive and would remain basically unchanged except for those having a causal relationship with the modified element.

Modified Tier Structure (A1)

The thrust of this change to the current tier structure would be to increase the number of grades required to perform some technical duties. As seen in Figure 9-1 (compared to Figure 4-1), technical duties could be performed by E-3 personnel shifting them down one grade. Starting technical duties at an earlier grade could allow an airman to perform more of these types of duties when promoted to E-4. By the time an airman reaches the grade of E-4 he should be in trainee status only if he is cross-training from another career field. This modification would allow an airman to spend 50 percent more time as a technician as compared to the current system.



*Cross-training personnel only.

Fig. 9-1. Modified Tier Structure

The changes to the middle tier are the heart of this alternative. By allowing the E-4s in this tier to perform technical duties only for the estimated twenty-two months they will be an E-4 will gain for the service, a measurable increase in skill, experience, and knowledge on the job. By reducing the required supervisory roles of the E-5 from 50 percent to 25 percent, the technician will have a chance to put his experience to work. The increased technical duties allowed as an E-6 will have a multiplier effect on the quality and quantity of work done.

The extended exposure to technical duties throughout his career will prepare the E-7 for his role as a senior technician. The senior technician could be a valuable asset to the unit in the role of a troubleshooter/inspector.

The advantages of this structure are the increased time span an airman could perform technical duties and the overall increase in the experience of the technician as a result.

A disadvantage of this change would be the perceived increased supervisory/management load placed on the senior NCOs. This perception of increased tasking at the upper grade levels could cause an increase in early retirements thus causing a chain reaction of technicians filling vacated supervisory/management slots and so on down through the tiers.

Modified Pay Structure (A2)

Many of the Air Force's skilled technicians are "voting with their feet" in protest against inadequate pay. They are leaving the service in search of the kind of renumeration which their skills and experience can readily command in today's civilian marketplace. By continuing to pay its members through its archaic pay system, the Air Force is keeping the people it can afford to let go and losing the people it needs to keep (24:26).

The Brookings report (24:1) suggested that this loss of skill and experience could be checked if the link between pay grades and military rank were broken and service members were paid according to what their skills would command on the civilian economy. Through redistribution of pay grades based on job characteristics, a pay system similar to that of the RAF would be created. For example, pay grades might range from E-1 to E-7 for relatively unskilled occupations and from E-3 to E-9 for highly technical specialties. A member's rank would continue to depend on years in service and other promotion criteria but skilled people with little time in service could be paid more despite their lower ranks. An aircraft mechanic and a supply clerk of the same rank might be paid differently; a sergeant technician might be paid as an E-6 while a sergeant clerk might receive E-3 pay.

If the gap between military and civilian pay for the same skills was narrowed, the services should be able to retain more skilled and experienced technicians at the task level.

Dual Track System (A3)

The diverse technical and nontechnical enlisted career specialties necessary for the day-to-day operation of complex communication, weapon, and transportation systems could be better managed through a dual track enlisted career progression system. To avoid the problems of inequality between the tracks, as associated with the Army dual track system, this system should have two completely independent tracks. In many respects this dual track system would be based on the current RAF system already analyzed.

A dual track system would require all Air Force specialties to be divided into either technical or administrative skills. This division could be based on job description, training required, and classification of similar civilian jobs, when applicable.

There are two major advantages to this system. First, technicians would be competing for promotions only with other technicians. Separate promotion criteria could be established for the technician track. These criteria could include some of the standard items such as

TIG, TIS, and skill level. Other criteria for technician promotion could be technical training and recognition, such as FAA and FCC licenses. The second advantage would be the division of technical and administrative duties.

Currently, technically intensive areas, such as aircraft maintenance and communications maintenance, are required to fill administrative positions from within. Although these jobs are somewhat technically oriented, they do not effectively use the technical skills of the technician. If left in this position for an extended time, the technician's skills will begin to deteriorate. The creation of a separate administrative track would allow administrative personnel to specialize into areas such as aircraft maintenance administrative specialists. This would, in turn, free technicians to do the job they were trained to do.

The dual track system is extended to separate technical and administrative areas so that each may be accomplished more efficiently. What is not intended is to separate technicians from their NCO or supervisory duties. Whether an NCO was in the administrative or technician track would not change his obligations to the Air Force. Similarly, supervisors would have the same responsibility to their superiors and subordinates in either track.

CHAPTER X

SUMMARY AND RECOMMENDATIONS

Summary

This thesis was one of a six-team effort over a three-year period to determine if it would be advisable to modify or replace the current enlisted career progression system. Figure 1-1 illustrates the three-tier research design. This thesis was part of the second tier effort with one objective of an in-depth analysis of the current enlisted career progression systems of the Air Force, Army, Navy, RAF, and civilian airlines. A second objective was to formulate alternatives to the current enlisted career progression system that would reverse the loss of skilled technicians the Air Force is experiencing.

The analysis was conducted on four major areas of the career progression systems. The areas were structure, advancement, compensation, and location/commitment. Each major area was divided into individual elements and each element analyzed in respect to its contributions to the overall system. Table 10-1 is a matrix of these elements and the career progression systems studied.

By comparing and contrasting the analyses of the different elements of the systems studied, the relative merits of each system's elements were determined. Any

TABLE 10-1

ELEMENT MATRIX

Elements	Air Force	Army	Navy	RAF	Airline	Changes to USAF System A1	A2	A3
Tier	3	3	3	4	2	3	3	3
Track	1	2	1	2	1	Modified 1	1	2
Grade	9	9	9	9	4	9	9	7/9
Skill Level	6	5	9	4	4	6	6	4/6
NCO/Non-NCO	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
Training	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
Identifiable C.P.S.	Yes	Yes	Yes	No	No	Yes	Yes	Yes
Up or Out Policy	Yes	Yes	No	No	No	No	Yes	Yes
Grade Stagnation	No	No	Yes	Yes	Yes	No	No	No
Promotion Related to TIS	Yes	Yes	No	Yes	No	Yes	Yes	Yes
Promotion Related to TIG	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
Pay Related to TIS	Yes	Yes	Yes	No	No	Yes	No	Yes
Pay Related to TIG	No	No	No	No	Yes	Yes	Yes	Yes
Pay Related to Skill	No	No	No	Yes	Yes	Yes	Yes	No
Relocation Options	No	No	No	No	Yes	No	No	No
Service Contracts	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
Evaluations	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes

element from another system, or a composite element consisting of attributes from several systems, found to have qualities needed but not found in the current Air Force career progression system were used to formulate alternatives.

Recommendations

The purpose of this thesis was to identify and analyze the elements of various career progression systems and formulate recommended changes to the current Air Force system. It is recommended that future studies examine these alternatives along with the analysis of the current Air Force system by Chapin and Suarez to determine if any recommendation, or combination of recommendations, could be adopted to reduce the loss of experienced technicians from the Air Force. It is also recommended that future studies forecast what impact the skilled technician losses at the current rate will have on the future Air Force. This forecast should identify both monetary and force degradation aspects associated with continued skill losses.

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